

Message Text

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TO AMEMBASSY BRUSSELS IMMEDIATE

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AMEMBASSY ROME IMMEDIATE

AMEMBASSY LUXEMBOURG IMMEDIATE

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AMEMBASSY THE HAGUE IMMEDIATE

AMEMBASSY OTTAWA IMMEDIATE

AMEMBASSY TOKYO IMMEDIATE

USMISSION OECD PARIS IMMEDIATE

C O N F I D E N T I A L STATE 138491

MO.11652: GDS

TAGS: ENRG

SUBJECT: REVISION TO US IEP PAPER

REF: BRUSSELS 4431

1. TRANSMITTED BELOW ARE REVISION OF PARAS ROMAN 2-4 AND
6-8 OF US IEP PAPER CIRCULATED AT JUNE 17 ECG MEETING.

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THESE PARAS HAVE BEEN REVISED, AND NEW MATERIAL ADDED, TO
REFLECT FURTHER EVOLUTION IN OUR THINKING AND TO RESPOND
TO SPECIFIC QUESTIONS POSED REFTEL. YOU SHOULD TABLE
REVISED VERSION AT JUNE 27 WORKING PARTY MEETING, CONTINU-

ING TO ASSURE THE GROUP'S UNDERSTANDING THAT POSITIONS
DISCUSSED ARE AD REFERENDUM.

2. DEMAND RESTRAINT (PARA ROMAN 2 IN CURRENT PAPER) :
EACH COUNTRY OF THE GROUP SHOULD BE PREPARED TO RESTRAIN
IN AN EMERGENCY ITS PETROLEUM CONSUMPTION. EACH PARTICIPAT-
ING COUNTRY SHOULD AGREE TO MEET AN AGREED COMMON MINIMUM
MANDATORY PERCENTAGE CUT IN OUR CONSUMPTION TO BE IMPE-
MENTED UNDER SPECIFIED CONDITIONS.

THE CONSUMPTION RATE BASIS AGAINST WHICH ALL DEMAND
RESTRAINT CALCULATIONS WOULD BE MADE IS THE PARTICIPANT'S
NORMAL AVERAGE DAILY RATE OF OIL CONSUMPTION FOR THE
TWELVE MONTHS PRECEDING THE EMERGENCY FOR WHICH INFORMATION
IS AVAILABLE (ALLOWANCE WOULD BE MADE FOR SEASONAL VARIA-
TIONS). THE ADEQUACY OF THIS TIME PERIOD AS A BASIS FOR
CALCULATION WOULD BE REVIEWED BY THE SENIOR CRISIS
MANAGEMENT COMMITTEE IN THE EVENT OF A PROLONGED EMERGENCY.
EACH COUNTRY WOULD MAINTAIN A PROGRAM OF STANDBY EMERGENCY
RESTRAINT MEASURES WHICH, IF FULLY IMPLEMENTED, WOULD
YIELD SAVINGS IN PETROLEUM CONSUMPTION EQUAL TO THE AGREED
COMMON MINIMUM PERCENTAGE CUT. TECHNICAL STUDIES WOULD BE
UNDERTAKEN TO DETERMINE WHETHER AND HOW THE COMMON MINIMUM
PERCENTAGE TARGET COULD BE INCREASED.

IN ANY SPECIFIC EMERGENCY SITUATION, IF THERE IS
REASON TO BELIEVE THAT THE CRISIS WILL BE SHORT-LIVED,
THE SENIOR CRISIS MANAGEMENT COMMITTEE SHOULD PERMIT STOCK
DRAWDOWNS IN LIEU OF MANDATORY DEMAND RESTRAINTS TO THE
FULLEST EXTENT TO WHICH, IN LIGHT OF THE GROUP'S STOCK
SITUATION AND THE PROSPECTIVE SEVERITY AND DURATION OF
THE EMERGENCY, THIS CAN BE DONE WITHOUT IMPAIRING THE
GROUP'S SECURITY. AS A GENERAL RULE, STOCKS SHALL BE USED
TO THE EXTENT POSSIBLE IN ORDER TO LIMIT THE ECONOMIC AND
SOCIAL CONSEQUENCES OF THE REDUCTION OF SUPPLY. CONVERSE-
LY, IF THE EMERGENCY IS SEVERE AND OF AN EXPECTED DURATION
SO THAT EMERGENCY SUPPLIES WOULD BE EXHAUSTED, THE CRISIS
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MANAGEMENT COMMITTEE WILL CONSIDER THE FEASIBILITY OF
ADDITIONAL MEASURES, INCLUDING UPWARD REVISION IN DEMAND
RESTRAINT LEVELS.

THE SENIOR CRISIS MANAGEMENT COMMITTEE SHALL PROMPTLY
EXAMINE THE FEASIBILITY OF A HIGHER COMMON PERCENTAGE
FIGURE THAN PROVIDED FOR IN THE AGREEMENT.

A STANDING TECHNICAL COMMITTEE WOULD:

-- REVIEW ON A CONTINUING BASIS THE DEMAND RESTRAINT
PROGRAM OF EACH PARTICIPATING COUNTRY TO ASSESS:
(I) EACH COUNTRY'S POSITION RELATIVE TO THE

TARGET; (II) THE EFFECTIVENESS OF EACH COUNTRY'S MEASURES FOR ATTAINING ITS TARGET.

-- COMPILE AN INVENTORY OF SELECTIVE DEMAND RESTRAINT MEASURES THAT COULD BE IMPLEMENTED WHEN THE FULL PROGRAM IS NOT REQUIRED;

-- INCLUDE IN EACH NATIONAL DEMAND RESTRAINT PROGRAM AS MANY COMMON ELEMENTS AS POSSIBLE, TAKING INTO ACCOUNT DIFFERENCES IN LOCAL CONDITIONS, AND IN PARTICULAR TO AGREE ON AS MANY COMMON ELEMENTS AS POSSIBLE FOR THOSE PORTIONS OF THE PROGRAM AFFECTING CONSUMERS DIRECTLY.

3. STANDBY EMERGENCY SUPPLIES: (NEW PARAGRAPH)
THE GROUP SHOULD UNDERTAKE A COMMITMENT UNDER WHICH EVERY PARTICIPATING COUNTRY WOULD SEEK TO MEET A COMMON TARGET BY (BLANK) TO REDUCE ITS VULNERABILITY TO INTERRUPTIONS OF SUPPLY. THESE STOCKPILE TARGETS ARE MOST CONVENIENTLY EXPRESSED IN TERMS OF THE NUMBER OF DAYS EACH COUNTRY WOULD BE ABLE TO SUSTAIN WITHOUT IMPORTS ITS DAILY RATE OF CONSUMPTION OF OIL DURING THE PRECEDING TWELVE MONTH PERIOD, THIS CONSUMPTION RATE HAVING BEEN ADJUSTED DOWNWARD TO REFLECT AN HYPOTHESIZED (BLANK) PERCENT REDUCTION IN CONSUMPTION. STOCKPILES FOR THIS PURPOSE WOULD MEAN: STOCKS HELD, UNDER GOVERNMENT GUIDELINES IN EXCESS OF MINIMAL NORMAL OPERATIONAL REQUIREMENTS INCLUDING SEASONAL VARIATIONS -- THEY COULD INCLUDE AN
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ELEMENT OF INVENTORIES HELD AT NORMAL OVERSEAS SUPPLY POINTS AND IN TRANSIT IN SHIPS AT SEA.

BY (BLANK) EACH COUNTRY PARTICIPATING IN THE PROGRAM SHOULD BE ABLE, THROUGH A COMBINATION OF STANDBY MEASURES, TO MEET WITHOUT IMPORTS (BLANK) DAYS OF OIL CONSUMPTION AT THE AGREED RESTRAINT LEVEL. FOR UNIFORMITY, TARGETS WILL BE EXPRESSED IN TERMS OF STOCKPILES AND, IN FACT, MOST STANDBY SUPPLIES WILL CONSIST OF STOCKPILED OIL. HOWEVER, COUNTRIES SHOULD BE GIVEN FLEXIBILITY TO SUBSTITUTE STANDBY PRODUCTION CAPACITY IN OIL FIELDS UNDER THEIR SOVEREIGNTY AND STANDBY PROGRAMS OF FUEL SWITCHING TO COAL AND OTHER FORMS OF ENERGY. THESE STANDBY SUPPLIES MUST BE CAPABLE OF BEING BROUGHT ON LINE WITHIN A RELATIVELY SHORT PERIOD OF TIME. IN THE CASE OF STANDBY FUEL SWITCHING PROGRAMS, THERE MUST ALSO BE THE ASSURANCE OF ADEQUATE FUEL SUPPLIES.

STANDBY PRODUCTION SHALL BE PRODUCTION OF WHICH OIL FIELDS ARE CAPABLE OVER A SUSTAINED PERIOD IN EXCESS OF CURRENT NORMAL LEVELS OF PRODUCTION.

A TECHNICAL COMMITTEE SHOULD:

-- KEEP UNDER REVIEW THE ADEQUACY OF THE AGREED STOCKPILING TARGETS IN LIGHT OF A LIKELY RANGE OF CONTINGENCIES AND DEVELOP A SERIES OF INTERIM TARGETS, AND THE EARLIEST POSSIBLE TIME FRAME FOR INITIATING THE BUILD-UP TO TARGET SUPPLIES;

-- EXAMINE THE DEFINITION OF STOCKPILE INVENTORIES TO ASSURE IT DOES NOT INCLUDE INVENTORIES ESSENTIAL TO THE OPERATION OF THE DISTRIBUTION SYSTEM;

-- EXAMINE POTENTIAL SAVINGS IN THE DISTRIBUTION SYSTEM WHICH COULD INCREASE SUPPLIES IN AN EMERGENCY.

4. FORMULA FOR ALLOCATION OF AVAILABLE OIL SUPPLIES: (PREVIOUSLY PARA ROMAN 3). THE BASIC PRINCIPLE UNDERLYING THE PROPOSED FORMULA FOR THE ALLOCATION OF AVAILABLE OIL SUPPLIES IN AN EMERGENCY IS THAT EACH COUNTRY, ASSUMING IT HAS MET ITS EMERGENCY SUPPLY AND DEMAND RESTRAINT
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COMMITMENTS, SHOULD BE ABLE TO SUSTAIN CONSUMPTION AT THE AGREED LEVEL OF RESTRAINT FOR THE SAME PERIOD. COUNTRIES THAT HAVE NOT MET THEIR COMMITMENTS--I.E., DO NOT MAINTAIN THE AGREED TARGET LEVELS OF STANDBY EMERGENCY SUPPLIES OR DO NOT RESTRAIN CONSUMPTION TO THE AGREED LEVEL--WILL RUN MORE QUICKLY OUT OF STANDBY SUPPLIES AND THEREFORE REMAIN MORE VULNERABLE TO EMERGENCIES THAN MEMBERS THAT HAVE COMPLIED WITH THEIR COMMITMENTS. ALL ALLOCATIONS SHALL BE MADE ON THE ASSUMPTION THAT COMMITMENTS HAVE BEEN MET.

GIVEN THIS PRINCIPLE, THE ALLOCATION OF SUPPLIES ACTUALLY AVAILABLE (I.E., THE GROUP'S DAILY RATE OF NORMAL PRODUCTION PLUS THE GROUP'S DAILY RATE OF NET IMPORTS FROM EXTERNAL SOURCES DURING THE PERIOD OF THE EMERGENCY) INVOLVES THE FOLLOWING SIX-STEP CALCULATION:

(1) THE "PERMISSIBLE RATE OF CONSUMPTION", I.E., THE DAILY RATE OF CONSUMPTION TO WHICH EACH COUNTRY IS ENTITLED, EQUALS THE DAILY RATE OF NORMAL CONSUMPTION FOR THE AGREED BASE PERIOD MINUS THE AGREED RATE OF RESTRAINT.

(2) THE GROUP'S "SUPPLY SHORTFALL", I.E., THE DAILY RATE OF SHORTFALL IN OIL SUPPLIES FOR THE GROUP AS A WHOLE EQUALS THE PERMISSIBLE RATE OF CONSUMPTION FOR THE GROUP AS A WHOLE MINUS THE CURRENT DAILY RATE OF OIL SUPPLIES ACTUALLY AVAILABLE.

(3) THE "NUMBER OF DAYS" FOR WHICH THE GROUP AS A WHOLE CAN MEET A SUPPLY SHORTFALL OUT OF STANDBY EMERGENCY SUPPLIES PROVIDED AGREED TARGETS HAVE BEEN MET EQUALS THE

TARGET STOCKS AND OTHER STANDBY EMERGENCY SUPPLIES OF THE GROUP (NUMBER OF BARRELS) DIVIDED BY THE DAILY RATE OF THE GROUP'S SHORTFALL.

(4) THE DAILY RATE OF EACH COUNTRY'S DRAWDOWN OBLIGATION AGAINST ITS STANDBY EMERGENCY SUPPLIES, I.E., EACH COUNTRY'S, "STOCK DRAWDOWN OBLIGATION", EQUALS THE COUNTRY'S TARGET STANDBY EMERGENCY SUPPLIES DIVIDED BY THE "NUMBER OF DAYS" AS CALCULATED IN STEP 3.

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(5) EACH COUNTRY'S DAILY RATE OF "SUPPLY RIGHTS", I.E., ITS ENTITLEMENT AGAINST THE GROUP'S AVAILABLE OIL SUPPLIES, EQUALS THE COUNTRY'S PERMISSIBLE RATE OF CONSUMPTION MINUS THE DAILY RATE OF ITS STOCK DRAWDOWN OBLIGATION. THEREFORE:

(6) THE DAILY RATE OF EACH COUNTRY'S NET IMPORT RIGHTS (FROM SOURCES INTERNAL AND EXTERNAL TO THE GROUP) EQUALS THE COUNTRY'S DAILY RATE OF SUPPLY RIGHTS MINUS ITS DAILY RATE OF CURRENT NORMAL DOMESTIC PRODUCTION.

QUALIFICATIONS:

(1) IF THE NUMBERS ARE SUCH THAT FULL IMPLEMENTATION OF THE GROUP'S STANDBY RESTRAINT PROGRAMS WOULD YIELD SAVINGS IN CONSUMPTION GREATER THAN THE REDUCTION IN THE GROUP'S AVAILABLE SUPPLIES, MODIFICATION OF THE GROUP'S MANDATORY RESTRAINT PROGRAM MAY BE DESIRABLE. UNDER THESE CIRCUMSTANCES, THE GROUP'S CRISIS MANAGEMENT WOULD DECIDE ON THE PRECISE COMBINATION OF DEMAND RESTRAINT AND DRAWDOWN OF STANDBY EMERGENCY SUPPLIES IN LIGHT OF THE PROSPECTIVE SEVERITY AND DURATION OF THE EMERGENCY.

(2) THE STEPS OUTLINED ABOVE ARE INTENDED FOR PURPOSES OF THE CALCULATION OF SUPPLY RIGHTS. COUNTRIES SHOULD BE GIVEN SOME FLEXIBILITY AS TO THE COMBINATION OF MEASURES (E.G., DEMAND RESTRAINTS IN EXCESS OF THE GROUP'S MANDATORY PROGRAMS, COUPLED WITH A SLOWER RATE OF STOCK DRAWDOWN THAN FORESEEN BY THE GROUP) WHICH THEY WOULD ACTIVATE IN AN EMERGENCY PROVIDED: (A) COMMITMENTS UNDER THE ARRANGEMENT ARE MET; AND (B) CLAIMS ON THE GROUP'S AVAILABLE SUPPLIES ARE LIMITED IN ACCORDANCE WITH SUPPLY RIGHTS UNDER THE ALLOCATION FORMULA.

THE SENIOR CRISIS MANAGEMENT COMMITTEE, AS A MATTER OF PRIORITY, SHOULD DEVELOP GUIDELINES AND PROCEDURES BY WHICH THE GROUP WOULD:

A) DECIDE ON THE CURRENT AMOUNT OF OIL AVAILABLE TO IT IN AN EMERGENCY, AND

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B) SET POLICIES SUCH THAT THE GROUP AS A WHOLE
WOULD OBTAIN AN EQUITABLE SHARE OF THE WORLD'S AVAILABLE
OIL SUPPLIES.

5. MEASURES FOR ACTIVATION OF EMERGENCY ARRANGEMENT:
(PREVIOUSLY ROMAN PARA 4)

COUNTRIES PARTICIPATING IN THE IEP WILL BE REQUIRED
TO ACTIVATE THE PROGRAM IMMEDIATELY UNDER THE FOLLOWING
CONDITIONS:

-- INTERNATIONAL ALLOCATION SHALL BEGIN WHENEVER,
AS A RESULT OF AN INTERRUPTION OF SUPPLY, ANY
MEMBER OF THE GROUP SUSTAINS, OR CAN REASONABLY
BE EXPECTED TO SUSTAIN, A REDUCTION IN THE DAILY
RATE OF ITS TOTAL NET OIL IMPORTS AT LEAST EQUAL
TO (BLANK) PERCENT OF THE AVERAGE DAILY RATE OF
SUCH IMPORTS DURING THE APPLICABLE PRECEDING YEAR;

-- MANDATORY DEMAND RESTRAINTS BY THE MEMBERS SHALL
BEGIN WHENEVER, AS A RESULT OF AN INTERRUPTION
OF SUPPLY, THE GROUP AS A WHOLE SUSTAINS, OR CAN
REASONABLY BE EXPECTED TO SUSTAIN, A REDUCTION
IN THE DAILY RATE OF TOTAL OIL SUPPLY (I.E.,
OIL PRODUCTION WITHIN THE GROUP PLUS NET
OIL IMPORTS FROM SOURCES OUTSIDE THE GROUP) AT
LEAST EQUAL TO (BLANK) PERCENT OF THE AVERAGE
DAILY RATE OF SUCH SUPPLY DURING THE APPLICABLE
PRECEDING YEAR.

-- IF INTERNATIONAL ALLOCATION BUT NOT THE MANDATORY
DEMAND RESTRAINT PROGRAM IS PUT INTO EFFECT,
INDIVIDUAL MEMBERS SHALL BE FREE TO DEAL WITH
RESULTING REDUCTION IN THEIR OWN OIL IMPORTS
(INCLUDING THOSE RESULTING FROM INTERNATIONAL
ALLOCATION) THROUGH ANY COMBINATION OF MEASURES,
SUCH AS SELECTIVE DEMAND RESTRAINTS AND DRAWDOWN
OF STOCKS, OF THEIR OWN CHOOSING.

THE AMOUNT OF ANY SUCH REDUCTION IN THE OIL SUPPLY
OF ANY MEMBER SHALL BE MEASURED BY COMPARING THE ACTUAL
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OR EXPECTED AVERAGE DAILY RATE OF ITS OIL SUPPLY DURING
AN APPROPRIATE PERIOD WITH THE AVERAGE DAILY RATE OF ITS
OIL SUPPLY DURING THE IMMEDIATELY PRECEDING YEAR, WITH
AN ADJUSTMENT FOR SEASONAL VARIATIONS. THE PRECEDING

YEAR FOR DETERMINATION OF NORMAL OIL SUPPLIES SHALL BE THE LAST PRECEDING TWELVE-MONTH PERIOD FOR WHICH THE SECRETARIAT HAS INFORMATION AVAILABLE AS TO THE OIL IMPORTS AND PRODUCTION OF THE MEMBER CONCERNED.

INTERRUPTIONS OF SUPPLY WITHIN THE MEANING OF THIS ARRANGEMENT SHALL INCLUDE THE FOLLOWING SITUATIONS: (THIS SUPERSEDES MATERIAL CONTAINED IN PARA ROMAN 7 OF ORIGINAL US PAPER)

-- SUBSTANTIAL CURTAILMENTS OF OIL EXPORTS BY PRODUCERS WHETHER ECONOMICALLY OR POLITICALLY MOTIVATED; OR

-- INTERRUPTIONS OF PRODUCTION OR TRANSPORTATION DUE TO WAR OR TERRORISM, OR MAJOR NATURAL DISASTERS.

THE ARRANGEMENT SHALL NOT COVER FLUCTUATIONS OF SUPPLY ATTRIBUTABLE TO THE NORMAL PLAY OF MARKET FORCES OR ORDINARY OPERATIONAL DIFFICULTIES OF THE INDUSTRY.

OIL IMPORTS AND OIL SUPPLIES SHALL INCLUDE CRUDE OIL AND ASSOCIATED NATURAL GAS LIQUIDS, AND THE CRUDE OIL EQUIVALENT OF REFINED PETROLEUM PRODUCTS.

ANY MEMBER SHALL BE ENTITLED TO REQUEST CONSULTATION WITH THE SECRETARIAT AT ANY TIME AS TO APPROPRIATE MEASURES IF:

-- IT IS SUBJECTED TO SELECTIVE DENIAL ACTION;

-- IT BELIEVES A GENERAL EMERGENCY EXISTS.

THE DETERMINATION OF WHETHER OR NOT AN INTERRUPTION OF SUPPLY HAS OCCURRED, AND THE AMOUNT OF THE REDUCTION IN OIL SUPPLY TO EACH MEMBER AND TO THE GROUP AS A WHOLE RESULTING THEREFROM, SHALL BE MADE BY THE SECRETARIAT ON CONFIDENTIAL

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THE BASIS OF STATISTICS AND OTHER INFORMATION AVAILABLE TO IT, BUT SUBJECT TO REVIEW AND REVERSAL BY THE SENIOR CRISIS MANAGEMENT COMMITTEE AS SET FORTH BELOW.

WHEN EITHER THE INTERNATIONAL ALLOCATION OR DEMAND RESTRAINT PROGRAM IS ACTIVATED, (AND AT THE REQUEST OF ANY MEMBER IF THE SECRETARIAT SHALL DETERMINE NOT TO ACTIVATE EITHER PROGRAM IF SO REQUESTED BY THAT MEMBER,) A MEETING OF THE SENIOR CRISIS MANAGEMENT COMMITTEE SHALL BE CONVENED PROMPTLY TO (1) REVIEW

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